

# Chapter 3. Policy Directions

The MoveAZ Plan was developed to be consistent with policies and procedures adopted by the Arizona legislature and the Arizona Transportation Board, the two bodies that set policy for transportation in the State. This chapter describes the relationship between ADOT's current transportation policies and the MoveAZ Plan, identifies key policy decisions made during the development of the plan, and discusses the policy suggestions received during MoveAZ public partnering events.

## ■ 3.1 ADOT Transportation Policies

Both the legislature and the Transportation Board provide policy direction for the MoveAZ Plan. Although the legislature vests the Board with ultimate authority over the projects and programs to be funded in Arizona, key laws identify specific procedures that ADOT must follow in planning and delivering projects. This section describes the legislative requirements that shape the plan and the relationship between Transportation Board policies and MoveAZ.

### Legislative Requirements

Both Federal and state legislation require ADOT to develop a long-range transportation plan. For the State, House Bill 2660, adopted into law in the 2002 legislative session, sets several guidelines on the development of a long-range plan:

- The updated law governing ADOT explicitly requires the use of performance-based planning in both the long-range plan and the five-year capital program. The five-year program is the mechanism ADOT uses to identify specific capital projects to be constructed.
- The updated law identifies several performance factors that ADOT must address in planning. These are discussed in more detail below.
- The updated law requires consistency with local planning, including requiring the long-range plan to use local and regional land use plans; to facilitate, not direct, growth; and to coordinate with regional planning efforts. It also requires local and regional agencies to submit a standardized report of their transportation needs to ADOT each year.

MoveAZ was designed to be consistent with these requirements. It is a 20-year plan that uses performance measures to evaluate major capital projects, as described in Chapter 4. It uses official population projections from the Arizona Department of Economic Security. It includes a process to coordinate with regional planning agencies, including a procedure for using estimates of land-use patterns and traffic growth developed by regional planning organizations, where these were available. Finally, MoveAZ incorporates the specific performance factors required by House Bill 2660. These performance factors are described below.

### *Performance Factors*

The updated law now requires ADOT to address specific performance factors. The relationship between these required factors and the MoveAZ performance factors is shown in Table 3.1.

**Table 3.1 Comparison of HB2660 and MoveAZ Performance Factors**

<b>HB 2660 Performance Factor</b>	<b>Relevant MoveAZ Performance Factor(s)</b>
<ul style="list-style-type: none"> <li>• System preservation</li> <li>• Congestion relief</li> <li>• Accessibility</li> <li>• Integration and connectivity with other modes</li> <li>• Economic benefits</li> <li>• Safety</li> <li>• Air quality and other environmental impacts</li> <li>• Cost effectiveness of a project or service</li> <li>• Operational efficiency</li> <li>• Project readiness</li> </ul>	<ul style="list-style-type: none"> <li>• Preservation</li> <li>• Mobility</li> <li>• Accessibility</li> <li>• Connectivity; accessibility</li> <li>• Economic competitiveness; accessibility</li> <li>• Safety</li> <li>• Resource conservation</li> <li>• See Note 1</li> <li>• Mobility; reliability; preservation (see Note 2)</li> <li>• See Note 3</li> </ul>

Notes:

<sup>1</sup> Although MoveAZ does not include a specific factor for cost effectiveness, it uses tools that allow for basic cost/benefit analyses. In addition, cost estimates were made for each project that allow a comparison of the “cost per performance gained” of each project.

<sup>2</sup> Operational efficiency may be defined in several ways, including 1) the efficient movement of people and goods, 2) the ability to reliably plan a trip on the transportation system, and 3) the minimization of replacement costs through proactive maintenance. These three definitions of operational efficiency are addressed, respectively, by the mobility, reliability, and preservation performance factors.

<sup>3</sup> Project readiness is more applicable to the programming process than to the development of a 20-year plan. This factor is used in transitioning from MoveAZ to the five-year program, as described in Chapter 9.

## Transportation Board Policies

The Transportation Board also adopts policies that guide transportation-related activities in the State. The Board has an existing policy statement, updated periodically, that is relevant to transportation planning. This statement, most recently updated in August 2003, addresses four basic types of policies:

1. **System policies**, which describe the functional goals that ADOT would like to achieve and are similar to the goals outlined in the MoveAZ strategic direction. More detail on the overlap of the system policies and the strategic direction is provided below.
2. **Coordination policies**, which propose improved coordination with Federal, state, regional, tribal, and local agencies. These policies are reflected in the coordination effort that was part of the MoveAZ development process (see Chapter 2).
3. **Procedural policies**, which describe the process that ADOT should use for planning, as opposed to the specific substantive outcomes addressed by the system policies. These policies include requirements for public involvement, performance-based planning, and non-discrimination in contracting.
4. **Financial policies**, which state the Board's position on financial matters. They include recommendations on ways to acquire additional funds for transportation investments and requirements that ADOT follow Governmental Accounting Standards Board accounting principles.

ADOT's coordination, procedural, and financial policies, shown in Table 3.2, helped guide the development of the MoveAZ Plan. They provided general guidelines for coordinating with other agencies, working with the public, identifying funding constraints, and addressing other relevant policies and procedures. In addition, MoveAZ addresses each of the system policies. Table 3.3 describes the relationship between the system policies and the MoveAZ long-range goals.

## ■ 3.2 Key Policies Related to MoveAZ

During the MoveAZ process, several specific policies were adopted or refined that affected the development of MoveAZ. These policies included a new statewide transportation planning policy, a regional funding policy, a Maricopa Association of Governments (MAG) Regional Transportation Plan (RTP), and specific corridor definition studies to support future planning in and adjacent to the MAG region. Each of these policies is examined in more detail below.

**Table 3.2 Transportation Board Financial, Procedural, and Coordination Policies**

<b>Policy Type</b>	<b>Short Policy Description (Policy Number)</b>
Financial	<ul style="list-style-type: none"> <li>• Increase funding, issue debt (19, 32)</li> <li>• Practice fiscal restraint (27, 31, 32)</li> <li>• Encourage local and private funding (28)</li> <li>• Comply with GASB standards (35)</li> </ul>
Procedural	<ul style="list-style-type: none"> <li>• Transfer bypassed road segments to local control (16)</li> <li>• Consider requests to name or rename highway features (17)</li> <li>• Develop a performance-based, long range plan and five-year program (2, 20, 21, 22)</li> <li>• Ensure non-discrimination in contracts (33, 34)</li> <li>• Encourage public participation in transportation decisions (2, 36)</li> </ul>
Coordination	<ul style="list-style-type: none"> <li>• Coordinate with regional governments, stakeholders (3, 21, 37)</li> <li>• Work with Federal, state, and international agencies (3, 37, 38)</li> </ul>

**Table 3.3 Transportation Board System Policies and Their Relationship to the MoveAZ Goals**

<b>MoveAZ Goal</b>	<b>Short Policy Description (Policy Number)</b>
Access and mobility	<ul style="list-style-type: none"> <li>• Prioritize highways that connect Arizona, its regions, and population centers with other states and with Mexico (5)</li> <li>• Provide HOV lanes and related facilities, consider congestion pricing and high-occupancy toll (HOT) lanes (14)</li> <li>• Facilitate and encourage public transportation, bicycling, walking, and the interconnection of modes (1, 4, 6, 7, and 24)</li> <li>• Encourage effective and efficient operation at ports of entry (23)</li> <li>• Support regional and interregional public and special needs transportation planning (23)</li> </ul>
Stewardship	<ul style="list-style-type: none"> <li>• Establish minimum standards, make investments based on classification of highways by purpose and importance to the system (11)</li> <li>• Preserve the functional integrity of the state highway system through a comprehensive access management program (12)</li> <li>• Implement effective and efficient planning and construction processes, including value engineering, design build, and other mechanisms (29)</li> <li>• Implement asset management systems and methods (30)</li> </ul>

**Table 3.3 Transportation Board System Policies and Their Relationship to the MoveAZ Goals (continued)**

<b>MoveAZ Goal</b>	<b>Short Policy Description (Policy Number)</b>
Economic vitality	<ul style="list-style-type: none"> <li>Facilitate goods movement throughout the State to maintain a strong state and national economy; work with rail, truck, and shipping industries to identify opportunities to increase efficient transport (8)</li> <li>Consider preserving rail corridor property threatened by abandonment as an important resource for future transportation purposes (9)</li> <li>Support effective and efficient operations at Arizona's ports of entry to ensure enforcement of Federal and state laws (15)</li> </ul>
Environmental sensitivity	<ul style="list-style-type: none"> <li>Integrate air quality concerns in all processes (10)</li> <li>Use Congestion Mitigation and Air Quality (CMAQ) improvement funds for transportation projects and programs in non-attainment and maintenance areas that reduce transport-related emissions and congestion (25)</li> <li>Support early partnering with resource agencies in planning, design, and construction of transportation facilities and services (38)</li> <li>Promote projects that provide amenities beyond roadway projects (26)</li> </ul>
Safety	<ul style="list-style-type: none"> <li>Provide a safe, efficient, and effective transportation system (3)</li> <li>Encourage public transit that improves the safety and efficiency of the state transportation system (6)</li> <li>Provide rest areas for motorist services and safety (13)</li> </ul>

## Statewide Transportation Planning Policy

The law updated by House Bill 2660 requires the Transportation Board to adopt a long-range planning policy for the State. Working with ADOT, the Board reviewed and adopted the MoveAZ strategic direction as this long-range transportation planning policy. The strategic direction addresses the key goals and objectives that ADOT would like to achieve through long-range planning. It also identifies performance factors consistent with those required by House Bill 2660. The policy statement is the same as the strategic direction presented at the end of Chapter 1.

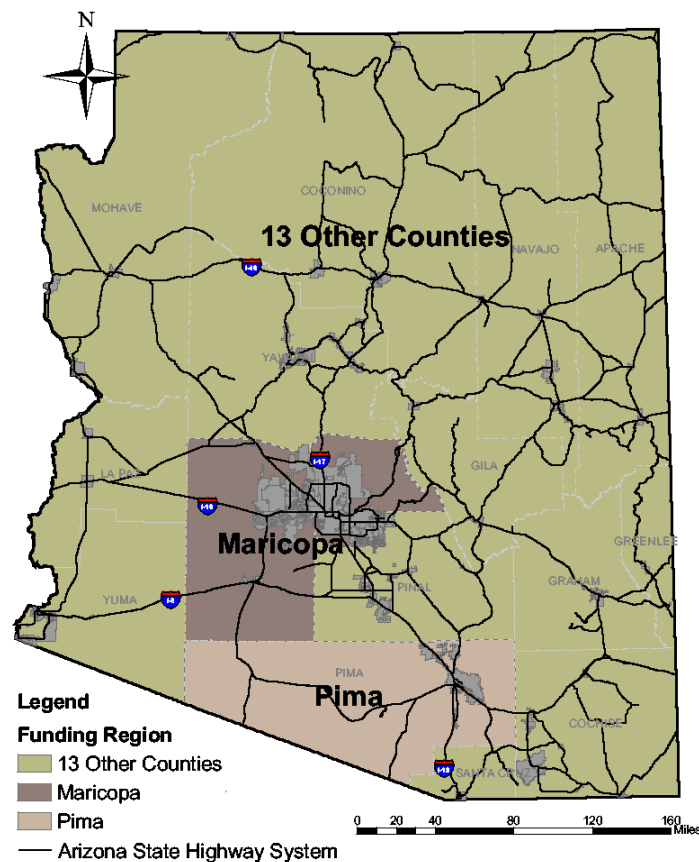
## Regional Funding Policy

For several years, the Transportation Board has distributed funding around the State in accordance with recommendations from its Resource Allocation Advisory Committee (RAAC). As shown in Figure 3.1, the RAAC recommended that capital funding used for

the last several cycles of the five-year Transportation Facilities Construction Program be split among three major regions of the State: 37 percent for Maricopa County, 13 percent for Pima County, and 50 percent for the 13 other counties.

This funding split has been adopted for the MoveAZ Plan. The financial forecasts, described in Chapter 4, utilize this split among the three regions.

**Figure 3.1 Transportation Board Funding Regions**



## Maricopa Association of Governments Regional Transportation Plan

As described in Chapter 2, the MoveAZ process included close coordination with regional planning agencies throughout the State. In the Maricopa region, this meant working with MAG, the metropolitan planning organization for Maricopa County.

In November of 2003, MAG completed a comprehensive 20-year RTP. Both the MAG plan and MoveAZ use performance-based planning methods to evaluate transportation conditions in their respective jurisdictions. The methods developed were overlapping and complimentary, each one tailored to its specific situation. MoveAZ covers the entire State,

but addresses state-owned transportation facilities and services only. The MAG plan covers Maricopa County only, but addresses all transportation facilities and services, including arterial streets, transit, bicycle paths, and other systems, as well as state highways. As a result, MAG includes several performance measures that are tailored to specific transportation modes or roadway functional classes.

As part of the coordination process designed for MoveAZ, the Transportation Board voted in November 2003, to support the MAG RTP. The funding available to Maricopa County (37 percent of ADOT capital funds) will be available to support the RTP. Like MoveAZ, MAG used a performance-based process to be consistent with the requirements of the law, as updated by House Bill 2660.

## Corridor Definition Studies

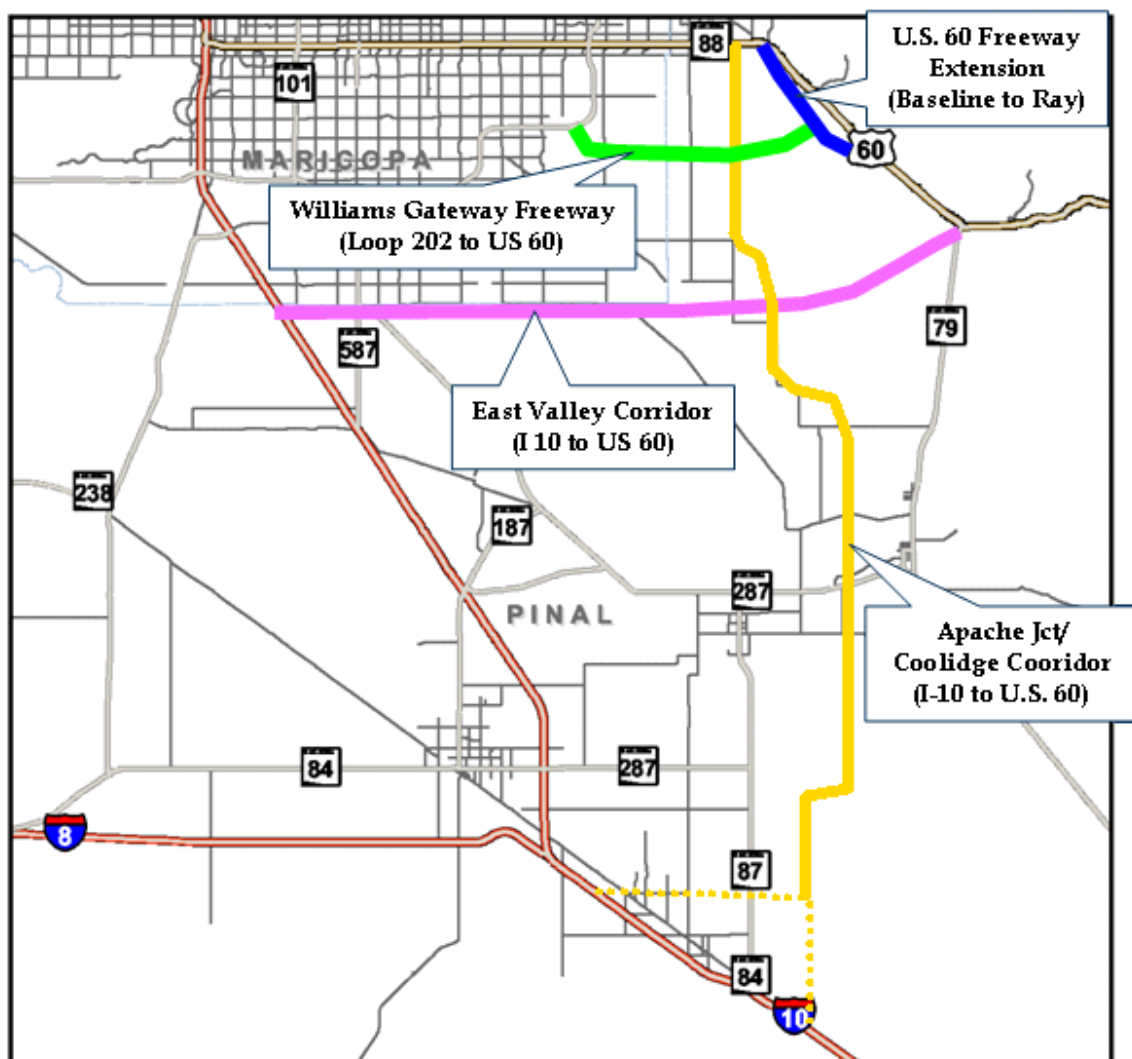
MAG has authority over regional transportation planning in Maricopa County, but the Phoenix metropolitan area is rapidly growing to include portions of Pinal County. House Bill 2292 requires the MAG RTP to consider the impact of growth on roads in contiguous counties, such as Pinal. To support this effort, MAG, the Central Arizona Association of Governments (CAAG), and ADOT conducted a *Southeast Maricopa/Northern Pinal County Area Transportation Study*, published in September 2003. This study identified four potential corridors extending from within the MAG region into Pinal County for additional study:

1. **The U.S. 60 Freeway Extension** would extend the freeway portion of U.S. 60 from its current terminus at Goldfield/Baseline Road in Maricopa County to Ray Road in Pinal County. Built on state-owned land, this seven-mile highway would parallel the current U.S. 60 to the south. Projected traffic volumes range from an average of 35,000 to 65,000 vehicles per day in 2025. The cost of constructing the freeway extension is estimated at \$117 million.
2. **The Williams Gateway Freeway** would connect Loop 202 in Maricopa County eastward to U.S. 60 in Pinal County. This corridor would extend for approximately 15 miles, with traffic volumes ranging from an average of 60,000 to 100,000 vehicles per day in 2030. Construction costs are estimated at \$750 million, of which \$325 million has been identified in the MAG RTP for the six-mile segment in Maricopa County.
3. **The East Valley Corridor** would be a new corridor that parallels or overlaps the Hunt Highway along the southern boundary of Maricopa County. Extending approximately 31 miles from I-10 eastward to U.S. 60 in Pinal County, it would carry between 64,000 and 110,000 vehicles per day in 2030. The cost of the new facility would be \$1.4 billion, if constructed as a freeway; and \$310 million, if constructed as an expressway/controlled access arterial.
4. **The Apache Junction/Coolidge Corridor** would be a new corridor, entirely in Pinal County, that would follow SR 87 about 36 miles from Coolidge northward to U.S. 60 in

the vicinity of Apache Junction. If built as a freeway, the corridor would carry between 46,000 and 110,000 vehicles per day in 2030 and cost \$1.6 billion to construct.

The Transportation Board has directed ADOT to develop studies to examine the need for each of the four proposed corridors, their ability to accommodate anticipated future growth, and the performance impacts of each corridor on other regional and state roads. The four corridors for future studies are shown in Figure 3.2. The figure shows the general location of the four corridors, not the precise route. The studies will identify the need for the corridor and potential alternative routes. The studies are expected to begin in the summer of 2004, and will be conducted by ADOT in conjunction with MAG, CAAG, Pinal County, and the local communities concerned.

**Figure 3.2 Corridor Definition Study Locations**





### ■ 3.3 Policy Recommendations from Public Partnering

At each of the public partnering events, ADOT received suggestions for updated and transformed transportation policies. During the intermediate partnering events, participants were explicitly asked to identify policy solutions to their transportation concerns, and were provided with an opportunity to vote and rank the key policy solutions they suggested.

ADOT received nearly 300 individual policy suggestions at these forums. The policy suggestions covered a wide range of issues, but several key policy issues emerged more frequently than others, including funding, transportation options, and system stewardship. This section documents the policy suggestions received at the intermediate partnering events. The policies suggestions described are for informational purposes, and are not endorsed by ADOT.

#### **Policies Related to Funding**

More than 60 percent of the policy recommendations were related to funding. Participants showed great concern over how Arizona's transportation projects and programs will be funded during the next 20 years. Multiple comments suggested that current funding methods will not be adequate in the future. Participants encouraged ADOT to identify creative new ways for funding transportation projects, examine the distribution of funding throughout the State, and support funding of various modes of transportation.

Many similar recommendations were reiterated across forums:

- To generate funding, participants recommended policies, such as instituting toll roads and vehicle-related user fees (e.g., mileage-based user fees and fees for commercial vehicles). Of the funding recommendations made, over 10 percent supported increasing the state gas tax.
- Several participants suggested that Highway User Revenue Funds (HURF) should only be allotted to capacity projects, and not be made available to other agencies, such as the Department of Public Services.
- Participants also suggested that HURF funds not be restricted to highways only (as they currently are), but also be available to fund alternate modes, especially transit.
- A number of participants recommended that additional funding opportunities be available for Indian tribes.

## **Policies Related to System Stewardship**

Many participants noted that roads currently are well preserved and maintained, and that preservation and sustainability of current resources should be a major priority for the state transportation system. At the Sierra Vista forum, over one-half of the policy recommendations were related to preservation. Many participants across the State agreed that a certain level of funding should be earmarked annually to maintain the current system.

Participants throughout the State also identified the need for more coordination between transportation and land use planning, and encouraged increased cooperation between state and local governments as a way of meeting that need. Several participants suggested giving regional governments control over both land use and transportation to provide more consistent development.

## **Policies Related to Transportation Options**

Many of the policy recommendations, as well as issues identified during the initial partnering phase, called for increased transportation options. Participants supported policy developments that would encourage increased mobility throughout Arizona for both people and goods. Participants in Prescott and throughout the other forums urged ADOT to take the lead in advocating and developing alternate modes of transportation, and to develop a separate transit department within ADOT. Some of the specific recommendations included:

- Studying rail as a viable transportation option for the State;
- Restoring funding to the Local Transportation Assistance Fund, a mechanism to provide operating funding to rural transit operators;
- Supporting additional bicycle and pedestrian services by increasing regional funding for bicycle facilities and considering bicyclist and pedestrian needs in roadway design;
- Developing multimodal corridors with right of way provided for transit, rail, and bicycles;
- Protecting the Aviation Trust Fund from other uses; and
- Ensuring that rural airports be able to provide emergency response and evacuation services.

Many participants suggested that the key to creating a multimodal system that serves the entire State depends upon securing legislative support. Participants in the Phoenix forum, for example, strongly recommended that funding in urban areas be reallocated toward transit development, suggesting this could be handled at the legislative level, possibly through the development of a regional transit authority. Participants in rural areas recommended that Congressional changes be pursued to increase the percentage of funding

allocated to transportation funding and, specifically, the amount designated for rural transportation infrastructure.

## Other Policy Recommendations

Various policy recommendations were made that either did not fall under the categories of funding, transportation options, or preservation; or that were not broadly supported across all forums.

- Many policy recommendations referred to increased safety measures, such as increased coordination with the Office of Homeland Security for evacuation routes and additional public education and outreach;
- Some participants suggested improved coordination with Arizona Department of Game and Fish in the development of roadways to address wildlife issues;
- Several comments were made regarding the structure of ADOT and the state transportation board, usually supporting the current structure of the ADOT Board;
- Participants in several forums mentioned the need for increased cooperation and communication between state organizations and communities;
- Participants encouraged ADOT to be the leader in facilitating communication with the State's council of governments, regional planning organizations, and Indian tribes; and
- During the consultation process, conducted concurrently with MoveAZ public events, several non-metropolitan, local-elected officials raised concerns about litter along state highways, and suggested that the legislature increase funding for roadside maintenance.